

# GRAND TRAVERSE COUNTY APPORTIONMENT COMMISSION

Tuesday, August 10, 2021

2:00 p.m.

Governmental Center  
Commission Chambers, 2<sup>nd</sup> Floor  
400 Boardman Ave  
Traverse City, MI 49684

Apportionment Commission Website: [www.gtcountymi.gov/2488](http://www.gtcountymi.gov/2488)

Meeting will be broadcast on Community TV Channel 191

Video Website: [https://www.tacm.tv/govtv\\_gtcounty.asp](https://www.tacm.tv/govtv_gtcounty.asp)

## AGENDA:

1. Call to Order
2. Pledge of Allegiance
3. Roll Call:  
    **Noelle Moeggenberg**, Grand Traverse County Prosecuting Attorney  
    **Heidi Scheppe**, Grand Traverse County Treasurer  
    **Chris Cracchiolo**, Grand Traverse County Democratic Party Chair  
    **Lisa Trombley**, Grand Traverse County Republican Party Chair  
    **Bonnie Scheele**, Grand Traverse County Clerk
4. Public Comment
5. Election of Vice Chairperson
6. Approval of July 15, 2021 Minutes 1-2
7. Discussion of State of Michigan Redistricting Software and GIS Assistance 3-5
8. Discussion of Number of Commissioner Districts to Set 6-9
9. Public Comment
10. Adjourn

GRAND TRAVERSE COUNTY  
APPORTIONMENT COMMISSION

July 15, 2021  
Organizational Meeting

CALL TO ORDER

Bonnie Scheele, Acting Chairperson, called the meeting to order at 2:07 p.m. in the Commission Chambers at the Governmental Center.

The Pledge of Allegiance to the United States was recited.

ROLL CALL

PRESENT: Chris Cracchiolo, Noelle Moeggenberg, Bonnie Scheele, Heidi Scheppe, and  
Lisa Trombley

ELECTION OF PERMANENT COMMISSION CHAIRPERSON

Moved by Cracchiolo, seconded by Scheppe to nominate Bonnie Scheele as the chairperson.  
Motion carried.

ADOPTION OF PROCEDURAL GUIDELINES

Bonnie Scheele had included a sample of rules and procedures in the packet. Mrs. Scheele read each item and asked for any changes.

- #5a Amend to include information will also be available on the website.
- #14a Amend to include public comment at the beginning and the end of the meeting.
- #15 Amend to refer legal questions to Deputy Civil Counsel.

Moved by Moeggenberg, seconded by Scheppe to approve the Rules and Procedures for the 2021 Apportionment Commission.

Roll Call Vote: Yes-5, No-0

EQUALIZATION/GIS DEPARTMENT

James Baker, Equalization Director, and Mike Steffes, GIS Analyst, spoke on the technical components of GIS software and its practical applications to help with the creation of the new maps and answered the Commission members' questions.

DISCUSSION OF PER DIEM FOR MEETING ATTENDANCE

The Commission decided not to accept per diem payments for attendance at meetings.

MEETING SCHEDULE

The Commission decided to have their next meeting on Tuesday August 10 at 2:00 p.m. for a presentation from the Equalization/GIS on the mapping capabilities. The Commission set future meetings for every Thursday starting September 2<sup>nd</sup> in the Commission Chambers through the month of November.

Moved by Trombley, seconded by Moeggenberg to approve the 2021 meeting schedule.  
Motion carried.

PUBLIC COMMENT

Cathy Tuckerman  
Judy Peltó  
Pete Zirnheld  
Jeff Lionhardt  
Linda Pepper  
Jane Hayes  
Cathy Daniels  
Hal Gurien  
Rick Walter  
Carl Ketchum  
Harold Lassers  
Carol Shuckra  
James Baker

NUMBER OF COMMISSIONER DISTRICTS

The Commission will discuss and vote on the number of County Commissioner Districts at the August 10<sup>th</sup> meeting.

Meeting adjourned at 3:10 p.m.

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Chris Cracchiolo, Democratic Party Chair

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Lisa Trombley, Republican Party Chair

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Noelle Moeggenberg, Prosecuting Attorney

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Heidi Scheppe, County Treasurer

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Bonnie Scheele, County Clerk  
Chairperson of the Apportionment Commission

## Coming this Fall: Free County Commissioner Redistricting Tool

In order to assist counties in drawing their county commission districts more quickly and efficiently, BOE is working with the Michigan Center for Shared Solutions (CSS), the state agency that maintains geographic information systems (GIS) for the state of Michigan, to create a web-based reapportionment application for County Commissioner Districts (CCD). Counties will be able to utilize this tool free of charge in their reapportionment process. This may assist counties that might otherwise need to purchase additional software or programs for county commissioner district reapportionment. BOE's goal is to have this tool available for county use on September 1, 2021. For more information on the redistricting process, see the following article.

The web-based CCD tool will contain the following:

- 2020 Census Blocks and demographic data.
- Ability to create multiple plans for evaluation purposes with population and other evaluation criteria.
- Ability to finalize plan and create descriptions and maps needed for final reporting.
- Ability to export final shapefile for use in other applications and maps.

For additional information regarding the CCD Reapportionment Tool, please contact David Tarrant at 517-335-3230.

## Census Data, Redistricting, and 2022 Statewide Elections

Under Proposal 2018-2, Michigan's U.S. House of Representatives, State Senate, and State House districts will be drawn by an Independent Citizens Redistricting Commission (ICRC). Because the United States Census Bureau has announced that redistricting data, which normally would have been available in March 2021, will not be available until September 2021, the ICRC and the Secretary of State have filed a [lawsuit](#) in the Michigan Supreme Court requesting that the deadlines for finalizing districts be extended from the current Fall 2021 deadline to January 2022.

January districts will accelerate the timeline under which new districts must be incorporated into the Qualified Voter File (QVF) so that all voters are properly reassigned and given the proper ballots for the August and November 2022 elections. After new districts for State House, State Senate, and U.S. House of Representatives are established, the Bureau of Elections (BOE) must update the voter registration records for any registered voters who have moved into a different district. Although only the three categories of districts listed above are drawn by the ICRC, the process for drawing other districts is also affected by the Census delay.

Counties can begin drawing commissioner districts as soon as they receive the Census redistricting data in September 2021. However, until after state legislative and congressional districts are finalized counties will not be able to ensure they draw county commission districts that are wholly contained within a single state legislative or congressional district.

Additionally, precincts can be established before state legislative and congressional districts are drawn (they must be established by April 4, 2022, MCL 168.661), but doing so before other districts are drawn



does not allow municipalities to avoid “precinct splits” – to the extent possible, voters in the precinct should receive the same ballot style with the same races, as opposed to a “split” precinct where voters may get different ballot styles.

Municipalities may have requirements in their city or township charter that requires municipal districts to be drawn subject to earlier deadlines that may be affected, directly or indirectly, by the delay of the Census redistricting data from March to September. Local clerks should consult with their local counsel on how to address these deadlines given Census delays. The ICRC’s [lawsuit](#) may be a helpful point of reference in this discussion.

The BOE completes the process of reassigning voters to new districts using the QVF and the QVF Street Index, which includes registration records for all registered voters and the list of addresses with registered voters. After BOE receives the new district lines, it must move any voter whose district has changed into the new district in the voter’s QVF record. Many moves can be completed using a “global” or “batch” software command process, in which a set of addresses in a given area can all be moved at once. However, a significant number of registrations need to be adjusted or reviewed manually. This is particularly likely to be the case when district lines cut through municipalities or street segments. Some registrations need to be moved manually, one address or street segment at a time.

Although the 2022 State Primary election does not occur until August 2, 2022, voters must be assigned to new state legislative and Congressional districts no later than April 19, 2022, which is the statutory filing deadline for candidates running for this office. This is because, in order to sign a candidate petition, a petition signer must live in the district, and the QVF is used to determine whether voters live in the district when reviewing petition signatures.

After districts are drawn, the Bureau of Elections plans to start with the largest districts – Congressional, State Senate, then State House – in reassigning address through the QVF. As these districts are added and voters are reassigned, BOE will work with local election clerks to verify that the district information is correct. To do this, BOE will provide the changes to the Street Index that have been made for each clerk’s jurisdiction and ask the clerk to review the changes. If clerks identify any errors, either in the district lines that have been added to the street index or the specific assignments of any voter registration records to the new districts, BOE will review these changes and make any needed corrections.

In adding county and municipal boundaries to the Street Index and reassigning voters, BOE will work with county and local clerks to review the boundaries and voter reassignments. County clerks will review county commission district reassignments, and city or township clerks will review precinct boundary changes and other municipal districts if applicable.

Precinct boundary reassignment and review takes multiple months. To avoid disrupting clerks with May 2022 elections, BOE will start with jurisdictions that do not have a May 2022 election and complete precinct reassignments for jurisdictions with May elections after the May election is complete. Precinct boundaries do not need to be completed before candidate filing deadlines, which do not depend on knowing a petition-signer’s precinct, but they do need to be completed before ballots are printed and mailed in June 2022.

Historically, the process of reassigning districts in QVF takes approximately six months. The greatest amount of time is attributable to the manual adjustments of addresses into new districts and manual review; even if this is a minority of addresses, it could still number in the hundreds of thousands needing manual review. The manual process is critical to ensure that every voter gets the correct ballot.

BOE will make a free county commissioner district redistricting tool to streamline that aspect of the process (for more information, see above). BOE is also currently evaluating ways to speed up the timeline during which it incorporates district boundaries and reassigns districts to voters. At this time, BOE does

not yet know the extent to which these changes will be possible and the extent to which they may speed up the timeline.

## **GRAND TRAVERSE COUNTY BOARD OF COMMISSIONERS**

Prior to 1969, the Grand Traverse County Board of Supervisors consisted of the supervisor from each township and 4-5 representatives from the City of Traverse City.

**In 1968, an election was held to fill 15 Supervisor districts.**

District 1	Traverse City 1
District 2	Traverse City 2
District 3	Traverse City 3
District 4	Traverse City 10 and part of Traverse City 4
District 5	Traverse City 5 and part of Traverse City 4
District 6	Traverse City 6
District 7	Traverse City 7
District 8	Traverse City 9 and part of Traverse City 10
District 9	Peninsula Twp.
District 10	Green Lake and Long Lake Twps.
District 11	Garfield Twp.
District 12	Grant, Mayfield, and part of East Bay 1 Twps.
District 13	Fife Lake, Paradise, and Union Twps.
District 14	Acme and Whitewater Twps.
District 15	East Bay 2 and part of East Bay 1 Twp.

**On January 14, 1970, the Grand Traverse County Board of Supervisors adopted a motion changing the Grand Traverse County Board of Supervisors to the Grand Traverse County Board of Commissioners.**

**1970 census resulted in the redrawing of Commissioner Districts.**

District 1	Traverse City 1 and 5
District 2	Traverse City 2
District 3	Traverse City 3
District 4	Traverse City 4
District 5	Traverse City 6 and part of Traverse City 8
District 6	Traverse City 9 and part of Traverse City 8
District 7	Traverse City 7
District 8	Peninsula Twp
District 9	Garfield 1
District 10	Garfield 2
District 11	Green Lake and Long Lake Twps
District 12	Blair, Grant and Mayfield Twps.
District 13	Fife Lake, Paradise, and Union Twps.
District 14	Acme and Whitewater Twps
District 15	East Bay Twp.

**1980 Census resulted in the redrawing of Commissioner Districts**  
**Commissioner Districts reduced to 9.**

District 1	Peninsula 1 & 2 and Traverse City 9
District 2	Garfield 1 and Long Lake
District 3	Blair 1, Grant and Green Lake
District 4	Blair 2, Fife Lake, Mayfield, and Paradise
District 5	East Bay 3, Acme, Union, and Whitewater 1 & 2
District 6	East Bay 1 & 2 and Garfield 4
District 7	Garfield 2 & 3 and Traverse City 10
District 8	Traverse City 5, 6, 7, & 8
District 9	Traverse City 1, 2, 3, & 4

**1990 Census resulted in the redrawing of Commissioner Districts**

District 1	Peninsula 1 & 2 and Traverse City 9
District 2	Garfield 5 and Long Lake 1 & 2
District 3	Blair 1, Grant and Green Lake 1 & 2
District 4	Blair 2, Fife Lake, Mayfield, and Paradise.
District 5	East Bay 4, Acme 1 & 2, and Whitewater
District 6	East Bay 2 & 3, Garfield 4, and Union
District 7	Garfield 1, 2, & 3
District 8	Traverse City 7 & 8 and East Bay 1
District 9	Traverse City 1, 3 & 10

**2000 Census resulted in the redrawing of Commissioner Districts**

District 1	Peninsula 1 & 2, Traverse City 9, and East Bay 1
District 2	Acme 1 & 2, Whitewater, Union, and Fife Lake
District 3	East Bay 2, 3 & 4
District 4	Garfield 1, 2, & 3
District 5	Garfield 4 and Traverse City 7 & 8
District 6	Blair 1, Green Lake 1, and Long Lake 2
District 7	Garfield 5 and Traverse City 1, 3, & 10
District 8	Blair 2, Mayfield, and Paradise 1 & 2
District 9	Long Lake 1 & 3, Green Lake 2, and Grant



**2010 Census resulted in the redrawing of Commissioner Districts.  
Commissioner Districts reduced to 7**

District 1	Peninsula 1 & 2, Traverse City 7, 8, & 9
District 2	Garfield 3 & 4, Traverse City 1, 3, & 10
District 3	Blair 3, Garfield 1, 2, 5, & 6
District 4	Green Lake 2, Long Lake 1, 2, & 3
District 5	Blair 1, 2, & 4, Grant 1, Green Lake 1, Mayfield 1
District 6	Acme 1 & 2, East Bay 1 & 4, Whitewater 1
District 7	East Bay 2 & 3, Fife Lake 1, Paradise 1 & 2, Union 1

**APPORTIONMENT OF COUNTY BOARDS OF COMMISSIONERS (EXCERPT)**  
**Act 261 of 1966**

**46.402 Number of county commissioners based on county population.**

Sec. 2.

County Population	Number of Commissioners
Under 5,001	Not more than 7
5,001 to 10,000	Not more than 10
10,001 to 50,000	Not more than 15
Over 50,000	Not more than 21

**History:** 1966, Act 261, Eff. Mar. 10, 1967;—Am. 1969, Act 137, Eff. Mar. 20, 1970;—Am. 2004, Act 369, Imd. Eff. Oct. 11, 2004;—Am. 2011, Act 280, Eff. Mar. 28, 2012.